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MEETING POVERTY



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**Summary and Reports of Panel Discussions: Federal-  
Provincial Conference on Poverty and Opportunity,**

**Ottawa, December 1965**





SUMMARY AND  
REPORTS OF PANEL DISCUSSIONS

FEDERAL-PROVINCIAL CONFERENCE ON  
POVERTY AND OPPORTUNITY

OTTAWA

DECEMBER 7 - 10, 1965

Special Planning Secretariat,  
Privy Council Office,  
February 9, 1966.





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FEDERAL-PROVINCIAL CONFERENCE ON  
POVERTY AND OPPORTUNITY  
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SUMMARY OF PANEL REPORTS

1. Co-ordination of Programs

There were no specific recommendations on methods of achieving co-ordination. There was agreement on the need for co-ordination in the following areas:

- a) Co-ordination of manpower and regional development programs.
- b) Co-ordination of programs at the Federal-Provincial level and within the provinces and the federal government.
- c) Co-ordination of agencies at local level in Community Development Programs.
- d) Co-ordination of programs between government and voluntary agencies.
- e) Development of task force approach or establishment of single agencies to deal with problems.
- f) Co-ordination in the training of welfare manpower in public and private sectors, including universities.

2. Information

Almost every panel report pointed out the need for radical improvements in the flow of information on anti-poverty measures. While there were suggestions for a general improvement in the dissemination of information and the publication of material, such as case studies, there was no indication given as to the establishment or financing of an agency to carry out this function.

One point that was raised in several reports was the vital need to supply information to the public. It was assumed that there exists a substantial degree of public animosity to anti-poverty measures. The need to involve the whole community was also noted in several papers.





### 3. Experimentation

Several reports pointed out the need for the exercise of imagination in the development of new programs. Specific recommendations dealt with:

- a) Establishment of pilot projects with particular emphasis on the administration of anti-poverty measures.
- b) Development of new teaching methods in manpower training.
- c) Improvements in training of manpower personnel.

### 4. Research

The recommendations on research reflect a basic assumption that there is a very large gap in our knowledge of the incidence and effect of poverty in our society. Three specific recommendations were made.

- a) A Federal-Provincial Conference on statistics related to welfare and poverty should be held to ensure that data is collected on a common base using established codes and classifications.
- b) The Special Planning Secretariat should establish a research centre to carry out or advise on specialized surveys on an area basis.
- c) Studies should be initiated in industries to forecast future needs and problems in order to facilitate manpower adjustments.

The tendency to "over-research" certain areas of the country with no follow-up action programs was commented on. This had a demoralizing effect on the local people and made it difficult to get their co-operation.

### 5. Adequacy of Existing Programs

Throughout the reports the question of the adequacy of existing programs was continuously raised. The following specific complaints were raised:

- a) Rules and regulations tended to excessively limit the applicability of programs.



- b) The programs already in existence will be hamstrung because of the lack of trained personnel, especially people qualified to train staff.
- c) Failure of programs to provide for effective citizen participation and utilization of voluntary agencies.
- d) There was no sense in the existing differentials in the levels of assistance now provided in various programs. Higher training allowances were recommended in some discussions. Public assistance rates were generally too low.
- e) The special problem of the conflict between adequate incentives and the possibility of disincentives was noted in several reports.
- f) A manpower readjustment problem was recognized. Concern was expressed that more needed to be done to bring jobs and workers together and to provide adequate job training.
- g) The problem of poor health, particularly poor mental health and its relationship to employability, was noted.
- h) Reluctance to use the National Housing Act to its full potential to provide low cost housing was noted. Municipalities must be encouraged to accept their responsibility for the welfare of their citizens.
- i) Basic training facilities should be extended to areas of high unemployment and low incomes before extensive geographic mobility was encouraged. The lack of such facilities in many areas was a serious program gap.

February 9, 1966

Special Planning Secretariat





## REPORTS OF PANEL DISCUSSIONS

### 1 - EMPLOYABILITY OF THE INDIVIDUAL

Panel Chairman: Mr. G.G. Duclos,  
Deputy Minister of Labour,  
Province of New Brunswick.

Reported by: Mr. G.G. Duclos

The members assembled in this Panel gave initial consideration to the whole problem of Poverty and Opportunity as set forth in the Conference agenda. While it may be obvious to state it, it was felt emphasis must be given to the recognition that poverty is a national problem but owing to its manifestations it may not be susceptible to fixed and inflexible national policies.

Of the many factors relating to poverty, employability looms large as a means of overcoming poverty and creating greater opportunity.

Viewed then within the larger context of employability certain factors are given greater significance than others. Probably the prime cause of a lack of employability is inadequate education on the part of the person affected. The Panel discussed many measures and effects of such low educational levels and in all respects it was felt that a positive correlation existed and therefore remedial measures designed to overcome the problems of low education must carry very high priority.

Similarly, it was felt that inadequate standards of health including the very important subject of malnutrition must be recognized as a major cause of unemployability.

A third major factor was a social, cultural or ethnic attitude which produced barriers to employability.

Other factors such as housing, family size, age, and disability; while there is no doubt that they have a substantial effect upon employability, were not judged by the Panel to be of as major significance as the primary ones mentioned above.

Some specific suggestions and problems arose during the course of discussions and appeared to be worthy of special mention.

- (1) Radical new teaching methods must be found to reach persons in poverty situations as experience has proven that they are not amenable in many instances to existing techniques and methods.





- (2) It is evident that further consideration must be given to positive incentives, financial and non-financial, to encourage a greater response from those to whom the program is directed.
- (3) Attention must be given to a wider and more intensive dissemination of information concerning programs that are available to assist the poor. This many involve a much increased use of mass media facilities as well as a substantial increase in the staffing requirements of agencies responsible for individual contact with the candidates in question.
- (4) Attention should be given to improvements in health care, particularly on questions of dental and eye care which are not presently covered by existing programs. These, together with nutritional problems are a major cause of unemployability and are not presently remedied by many of the existing programs.
- (5) Further consideration should be given to the support levels of welfare and their relationship to the earnings potential of the persons affected by poverty. A disincentive is created if earnings merely result in decreased welfare support.
- (6) It appeared obvious that the many facets of government and private agency activity designed to improve poverty situations required much more coordination, both at the provincial and federal levels. In many instances, a single agency approach appears necessary if a concerted attack on these problems is to bear fruit. This may mean restructuring many of the present agency arrangements in establishing new programs related to poverty and opportunity.

In conclusion, the Panel felt that while employability does not touch all of the problems related to poverty, it involves such a major segment of the affected population that it must be given a very prime emphasis in any remedial programs devised.



## 2 - MAKING OPPORTUNITIES EFFECTIVE

Panel Chairman: Mr. D.W. Stevenson,  
Department of Economics and Development,  
Province of Ontario.

Reported by: Mr. D.W. Stevenson

### Introduction

Our group spent most of its time dealing with our area of emphasis -- "Making Opportunities Effective - or - How to Bring People to Jobs and Jobs to People". The other topics of this conference, with the major exceptions of training programs and regional development organization, were touched on only incidentally as they related to our main topic.

The concentrated area of discussion of the group was determined largely by its composition -- we were a bicultural body of labour, agriculture and ARDA experts along with a small band of eight or nine of us in a third element which included major interests in housing, Indians and fishing. The labour market and measures to make it operate more smoothly occupied about half of our time, therefore, while the other half was spent on regional development, with a strong bias towards rural development. All efforts to bring our forces to bear on the problems of cities were quickly diverted back to the hinterland.

### Labour Market

After a brief survey of the structure of the Canadian labour market, its rigidities and problem areas, the group spent several hours on the subject of labour mobility, both geographic and industrial. It was pointed out that any labour market policy to be effective was dependent on an economic policy aimed at providing overall economic growth and full employment. There appeared to be a majority opinion in the group opposed to extensive geographic mobility encouragement prior to an extension of basic training facilities in areas characterized by high unemployment and low incomes. At least one of the members stressed that the goal of policy should not be to depopulate the Maritimes. It was pointed out that much of the geographic mobility in Canada now was essentially aimless, involving little or no economic improvement for individual workers and causing some economic and social waste through transportation costs and attendant disruptions. It was suggested that the goal of policy should be to reduce such aimless mobility to the minimum required for an effectively operating labour market. Such a goal, it was stressed, can be achieved by increased efforts to





provide basic academic upgrading to those who cannot meet the minimum standards for skill training programs, and more concentration on in-plant training for others. The need for a more effective means of communicating labour market information concerning job vacancies and the availability of training programs to the very poor was mentioned. The key role of NES was stressed. In this connection, it was noted that a substantial proportion of people below the poverty line had little or no connection with the labour market and that many elements of a labour market policy would not assist them in any way. Special programs would be required to assist such people to develop capabilities of performing.

This point triggered a discussion of various income assistance programs including wage subsidies and minimum wage legislation. The provision of wage subsidies to employers by government found little support but there was some disagreement on the impact of minimum wages. It seemed to be generally agreed that the effect of minimum wage legislation in Canada, in so far as there has been much impact, had been beneficial, although the possibility of minimum wages contributing to unemployment in certain circumstances was recognized.

A discussion of the effectiveness of training programs produced a general feeling that more attention to basic academic upgrading for adults was required. The extreme need of Indians was mentioned. Other problem areas touched on were: means of motivating people to enter training programs, the adequacy of training allowances, the provision of qualified teachers, counselling services and school dropouts. There was some discussion of whether skill training institutions should be located nearer the people to be trained, or the jobs to which they would be going.

A discussion of the role of manpower forecasting in developing training programs led to a series of exchanges on the inadequacy of statistical data broken down on a sub-provincial basis. There will undoubtedly be several members of the group who will want to sit in on a subcommittee of the Conference to discuss small area statistics, if one is established.

It appeared to be agreed that government policies should involve a balanced diet of assistance for training, assistance for capital to move and assistance for labour to move. Disagreement on the proper mix of the ingredients prompted the group to recommend the establishment of a specialized committee of the Conference to discuss co-ordination and conflict of labour mobility programs with provincial regional development programs.

### Regional Development

The group had a stimulating discussion on the proposal of Dr. Merrill Menzies to attack rural poverty by means of provincial





land rationalization agencies which would consolidate sub-marginal farms and pay training and adjustment allowances to sub-marginal farmers to relocate in regional growth centres. Members of the group stressed the problem of identifying growth centres and ensuring that there were alternative job opportunities to which the relocated farmers could move. It was generally agreed, however, that land consolidation programs were essential even though much land rationalization was taking place independently. It was pointed out that such schemes were capable of being undertaken under the ARDA Agreement.

Some discussion took place about the inadequacy of farm income statistics, the difficulty of measuring non-cash income and income earned off the farm, and the desirability of obtaining farm income statistics which could be compared to urban income statistics. Other members of the group cautioned against overemphasizing the difficulties of inadequate statistics, which should not be allowed to prevent the introduction of rural development programs.

A discussion of the rural development program of the Bureau de l'Aménagement de l'Est in Quebec and the Interlake program in Manitoba pointed up the necessity of dealing with rural poverty in the framework of an overall regional development program and the vital role which can be played by "animateurs" in involving the rural poor themselves in a rural development program. The isolation of the rural poor was given as a reason for creating social programs to overcome the communication problem.

The question of the gap between research and the implementation of a regional development program was discussed for some time. It was pointed out that one area of New Brunswick had been the subject of three research projects without any action having taken place. Similar situations exist in other provinces. The designated area program of the Area Development Agency was described as an action program which had been adjusted after its inception as the result of additional research. Several speakers mentioned the desirability of co-ordinating the approaches of ADA, ARDA and the manpower mobility program.

A description of the New Brunswick Community Improvement Corporation which has been established to co-ordinate policies of land consolidation, forest land development, training programs and community and townsite development opened a discussion on the proper form of organization for regional development programs. The majority opinion seemed to support clearly a horizontal agency which would be concerned with the total picture and which could act as a co-ordinating body for the operations of several departments and agencies. The usefulness of non-governmental advisory groups, particularly at the regional level, was pointed out.



The group concluded its activities by suggesting a number of topics for potential further discussion by specialized committees.

On the whole, I was most impressed by the course of the group's discussions, which were lively, dominated by no single person nor even a small group, and in which all members took part.





### 3 - PHYSICAL AND SOCIAL ENVIRONMENT

Chairman: Dr. S. Peters,  
Deputy Minister, Department of Resources,  
Province of Newfoundland.

Reported by: Dr. S. Peters

This Panel discussed the physical and social environment, with considerations which affect opportunities and attitudes dealing with (1) housing; (2) public and community services; and (3) community development.

In developing these discussions the physical environment was emphasized in dealing with housing. Both the physical and social environment held equal emphasis when we dealt with the matter of public and community services and the community development discussions were mainly social.

Although few conclusions were reached with clarity there was, however, a tremendous exchange of inter-disciplinary viewpoints. This resulted in a much clearer understanding of many problems within each topic.

Our Panel's discussions may indeed lead to immediate "progress in action" because of such enthusiasm as well as the considerable development of topics. The subject of housing is indeed broad, but some indication of the seriousness of this topic and the depth it was explored may be revealed in the following question:

"Should not the right of being a citizen of  
Canada assure this citizen the right to  
adequate housing?"

Regardless of your qualified or direct answer to such a question, and indeed Panel 3 explored in depth, most if not all, the ramifications of such a statement, there appeared a great need for a change in the public attitude on the question of housing. Probably we should look at housing somewhat the way we look at measures dealing with education, health and welfare.

Society's attitude towards the poor and needy with regard to housing appears to be in need of immediate review.

During our discussion on housing, the National Housing Act was frequently referred to and in this area the resulting discussions did much to enlighten those asking questions and for the representatives of CMHC, gave them ample opportunity to reveal the diversity of the programs available under the N.H.A.



It was pointed out that the N.H.A. is indeed flexible in its policy. The shared financial burden among federal, provincial and municipal governments on various programs designed to provide housing for low income families and individuals was thoroughly discussed. Discussed also, was the complex subject of subsidies to such families and individuals.

It was the opinion of several members, that private enterprise is not providing adequate housing for this important segment of our society. The subject of land cost for housing was discussed and it appeared that speculation on land is creating and imposing a detrimental effect on the objective of providing low cost housing.

When land in some of our larger urban centres now costs as much as \$300,000.00 per acre, is it not time that we give such a situation some serious consideration?

On the subject of public and community services, an interesting and lively session ensued without many conclusions and with some polarization of opinion. It was mentioned that there was a need to assure adequate facilities in urban renewal and relate such programs with the social problems of human displacement.

There was also an interesting discussion on whether to encourage ethnic and poverty group gregariousness, or aim towards dispersal and complete integration of such people.

Public attitude on social services appeared in need of review, in that the climate of present public opinion appears to impede progress in providing higher levels of public and community services.

The lengthy and interesting discussion on community development dealt for a considerable period of time on the methodology and philosophy of such activities. This discussion revealed a varied approach to community development as indeed there was variation in the need.

The community development officer received considerable attention and his catalytic rôle in community development programming. It was pointed out that every man has two eyes, two ears and one tongue and it was suggested that he use them in this order. It was also pointed out that we must be certain that the community development officers understand they are paid to listen as well as to speak, emphasizing the need that decision making should be at the community level.

It was revealed that sometimes a great overlap of functions by various agencies occurs. All these agencies are assumed to work with the best intentions and with equally established objectives, but such overlap results in confusion, duplication and indeed diffusion of effort.





Coordination is therefore extremely important and there appears to be a need for a revision or critical review of the method of providing information and knowledge of available services to members of communities. An information service of some unique design might help reach this objective. It was mentioned that often, people who need information and assistance most do not know what assistance or information is available.

Undoubtedly I have omitted segments of Panel Three's discussions, that some members would have wished to have mentioned. I hope, however, I have not misrepresented any features.

Panel 3 was an enthusiastic and knowledgeable group and, Mr. Chairman, I am confident that every member will add much to the forthcoming discussions at the Conference.



#### 4 - SUPPORT MEASURES

Chairman: Mr. K.O. Mackenzie, Deputy Minister,  
Department of Public Welfare,  
Province of Manitoba.

Reported by: Mr. K.O. Mackenzie

As was the case with other Panels, our members were of many vocations and backgrounds including education, public health, economics, and public welfare.

Some forty-six hours ago, as Chairman of this Panel I came to the conclusion (not expressed at the time) that about the only thing the members of our group had in common was that most, if not all of them, were on expense account.

By noon on Wednesday, I am sure many members of our Panel were near to having "had it" as at that time we had been unable to find many areas or ideas where we shared a common interest, concern or knowledge.

By that time our discussion had consisted largely of a number of statements of ideas or positions taken by some of our members in trying to foster discussion. However, through the noon hour the application of food to us was as helpful as to others in poverty and this seemed to enable us to come to agreement on a statement that would go somewhat as follows.

While there is certainly a lot of poverty of meanness of living or deprivation or misery or unhealthy living among large numbers of those poor who have already been declared poor by governments to the extent that they are recipients of government measures to relieve their poverty (such for example as recipients of public assistance, unemployment insurance, workmen's compensation, old age assistance and the like), there is also a great deal of poverty among low income groups where government has made no provision. In effect, we said clearly that anti-poverty measures of any meaning or depth would have to concern themselves not only with the poverty of those already recognized as poor by some of the laws of society, but as well with substantial numbers of low income people and their family members.

While this clarification was not necessarily earth-shaking or startling in the brilliance of its concept, it nevertheless did clear the air sufficiently that we could proceed to an area of agreement as to what we should be discussing over the remaining





period and as to how we might proceed. Accordingly, we adopted without too much difficulty a plan or format for our discussion. We believed we should discuss people in poverty under four main headings, each of which heading would have about five main sub-headings, and the format was somewhat as follows:

- (1) Those who can't be rehabilitated - to employment?
- (2) Those who can be rehabilitated.
- (3) Those who are in danger of slipping down into poverty.
- (4) Those people for whom employment in the labour force is not of significance.
  - a) The measures now in effect -
    - income
    - counselling
    - housing
  - b) The adequacy of present measures.
  - c) The organization and administration of these measures.
  - d) Their underlying concepts, philosophies or objectives.
  - e) The relationships among the measures for 1, 2 and 3.

One would have thought that with such a precise and clear direction our ensuing discussion would have been an orderly procession with a logical sequence. Yet, on reviewing what we accomplished it is somewhat difficult to find this precise orderliness. It is my duty as Chairman of this group to share with you on their behalf some of the major points made or aired. While there was not necessarily total agreement on all these points, I believe most Panel members would agree that these were some of the major items of our discussion or debate in the Panel.

We agreed that if adequate amounts of public assistance were to be made available to people entitled to same, in many jurisdictions in Canada the amount of such assistance would be vast in terms of present expenditures and would provoke major questions of public attitude towards the poor not only those in receipt of the assistance but of their neighbours - those on low income of one kind or another. The effect of such standards of assistance on minimum-wage structures was discussed. It was



also noted that a number of jurisdictions were not helping sufficiently with people in receipt of public assistance to truly relieve their poverty. The point was made that they were not only not doing it but that they might not be financially able to do so.

The panel had real difficulty in finding a human need rationale which would explain the vast differentials they found in various measures of public assistance. Who can explain, for example, why an old person's need is assessed at \$75 while that of a child is assessed at somewhere between \$10 and \$20, or a mother and four children at \$75? In looking at some of the provisions for the aged, we noted that in a number of instances support measures seemed to compel people to remain in poverty, for example, when a person between 65 and 69 cannot earn more than \$25 without reducing his benefit, he is held at a level of income which may keep him with his need in poverty.

Again referring to the family of the mother and four children we had a brief discussion on family allowances. Out of this, we marked out the idea that some method on income transfer would have to be found as an anti-poverty measure if we were going to be able to deal with poverty caused by family size.

There were a good many other points touching on major problems of people in poverty which received serious consideration by the Panel. I will mention just two more of these. Our group considered that income support of trainees had an important part to play in the war on poverty. They felt that employers, the government and the individual all had a responsibility in this matter of training and that full coordination and cooperation was required among the interests of the departments of Labour, Welfare and Education. The last point made in our discussion before we adjourned dealt with the new kinds of cooperative relationships that we agreed would have to be fostered and developed between government and citizens in the voluntary field in order to provide some of the heavy armament required for effective community participation in anti-poverty measures.





5 - GENERAL  
(Panel discussed Topics 1 to 4)

Panel Chairman: Mr. D.W. Rogers,  
Deputy Minister,  
Department of Public Welfare,  
Province of Alberta.

Reported by: Mr. D.W. Rogers

To orient our thinking, we read the summary on the Profile of Poverty. The complexity of the subject and the necessity of avoiding arbitrary definitions was quite evident in the discussions that followed. In fact, the need to explore the makeup of society as a whole was seen as a prerequisite to a study of the poor but this appeared to be too ambitious, if not outside our frame of reference. A rather unique approach to a realistic appraisal of programs was suggested, using the concepts "functional" or "non-functional" as criteria. However, with things being what they are in 1965, we decided we must keep within the bounds laid down by existing conditions or those that we might have some hope of influencing.

1. Employability

Under the general heading, "Employability", health got rather short shrift, other than a mention of the sad state of mental health across the country. Otherwise, one must assume there were not strong feelings on the subject. Education and training were the central concern and a number of ideas were brought out such as higher training allowances or, indeed, a much wider use of training allowances. Whether the recipients are poor or not, there was a need to create incentives for continuing education by consciously showing the results in a higher standard of living. In view of the obvious deficiency in formal education among the poor, some new and radical approach to teaching methods was required even at the risk of failure. An interesting point was raised and settled on the matter of automation, at least for the foreseeable future; to the effect that the demands for services to human beings will outweigh the lack of demands for unskilled machine-type work. This only emphasized the magnitude of the problem of training and education. Rehabilitation was interwoven with training except there seemed to be agreement that there were a minority who are "beyond the pale", and the logical approach would be to start with those showing the most potential and work down as time and resources hold out.



## 2. Making Opportunities Effective

The subject of "Making Opportunities Effective" received thorough treatment. The details of the Department of Labour's mobility program were spelled out and discussed. Generally, it was seen there must be a very close co-ordination between the two levels of government to avoid a possible conflict on the matter of manpower mobility concerning the movement of essential labour forces and "designated area" plans. In all these plans it was pointed out the individual is, after all, a free agent and his general welfare must not be lost in the shuffle. It was assumed the national welfare would seldom run counter to individual welfare when all things were considered. It was an optimistic discussion, but the positive results expected would obviously depend upon very aggressive utilization of very aggressive policies concerning both labour and education - all with the utmost co-ordination. It's a tall order!

## 3. Physical and Social Environment

The subject of Housing under the third area of study received the most attention. Apparently, the National Housing Act is not being used to any extent in Canada (except Ontario), despite the generous nature of the legislation and financing for both urban and rural areas. There seemed to be a lack of appreciation of the possibilities and perhaps a resistance to the idea of public housing, particularly among municipalities. The latter must recognize and accept their ultimate responsibility in the matter for the general welfare of their citizens. This is one program which has great possibilities but needs stimulating. There was a suggestion that there are competitive influences that offset the desire for new and better homes such as extensive advertising for TV sets, cars, furniture and other luxuries that are often put ahead of adequate housing. Other community services were seen to again be centered at the municipal level, only this time in co-operation with private agencies working through United Funds and Welfare Councils. Such things as day care centres, child welfare needs, research, family planning, and items of preventive nature were included. It was accepted that limited funds were reaching their limits and a co-operative venture with governments in some way was inevitable. Community Development was strongly endorsed as long as responsible parties were prepared to act on suggestions or requests that were received. Again, it was pointed out there were some people who were in the incompetent class who could not be expected to show much, if any, self-initiative toward his betterment.

## 4. Support Measures

As time permitted, the discussion on support measures centered around "gaps" and inadequacies of both material assist- and and staffing. The concept of a minimum level of income as a





universal right was discussed but not resolved. Similarly, the dilemma of subsidization of wages was discussed briefly. Somehow the problems and objectives of public assistance must be publicized. The financial support measures for the purposes of relieving need were not entirely accepted as being adequate and there certainly was general agreement that the services that went with them to effectively achieve the aims of public assistance and rehabilitation were quite inadequate in terms of staff.



6 - CO-ORDINATION AND CONFLICT BETWEEN REGIONAL  
DEVELOPMENT AND LABOUR MOBILITY PROGRAMS

Chairman: Mr. J. Kinley,  
Research Director,  
Department of Labour,  
Province of Ontario.

Reported by: Mr. J. Kinley

The group began with twenty-five members drawn mainly from departments or agencies with primary interest in housing, economic development, and labour matters.

There was significant disagreement in the group as to what aspects of the topic were worth discussing. Some appeared to be primarily interested in the operation of specific programs and the institutional arrangements associated with them. Others were more concerned with the compatibility of regional development and labour mobility objectives.

As a result, three major areas of discussion developed. One of these was public measures affecting labour mobility with special attention on the federal Manpower Mobility Incentive Program. This was described in some detail and set in a context of a more comprehensive manpower policy. Emphasis was placed on the part the program can play in bringing about labour market adjustments within economic regions, in contrast to movement between such regions. The intent of the measure is to facilitate the achievement of both regional and national development objectives but with specific decisions being based on the individual's economic welfare.

The explanation of the Program appeared to allay fears that it will contribute heavily to the withdrawal of skilled workers from development areas. Several persons expressed concern about what they considered rigid requirements that must be met before benefits can be obtained under the Program, and those concerned with problems of marginal agriculture suggested that eligibility for benefits be based on income rather than unemployment criteria.

The second area of discussion dealt with conflict between manpower policy and regional development objectives. Several members raised questions, that remained unanswered as to whether free movement of capital and labour within Canada maximizes returns to the country as a whole, or if this end is as well served by deliberately encouraging regional growth. There was agreement



that a balance must be struck between regional development and labour mobility measures but that the precise nature of this balance is difficult to define. Also the group appeared to accept the conclusion that well-rounded regional development programs can be made compatible with and will contribute to broader economic goals, but it was recognized that some conflict is inherent in the program objectives of different levels of government and of different agencies of the same level of government.

The third area of discussion was on institutional arrangements necessary to bring manpower and regional development programs into direct relationship with the people who need them. Federal officials emphasize that the organization for this purpose at the federal level needs to be flexible to accommodate differences in provincial points of view and institutions. This mechanism must be capable of handling planning and policy conflicts, as well as day to day operating problems. It was felt that having reached this point, the panel was beginning the discussions scheduled for the plenary session on Friday, and discussion ended.





7 - SMALL AREA STATISTICS

Chairman: Mr. G.W. Forrester,  
Department of Labour,  
Province of New Brunswick.

Reported by: Mr. G.W. Forrester

The Committee on Small Area Statistics arrived at a consensus on several points.

The subject of statistics needed to carry out a program of equal opportunity is, indeed, not one that can be disposed of in two-thirds of one day; nor is it possible to determine what statistics are needed until you determine what you need them for. The committee spent their time most profitably in exploring this area.

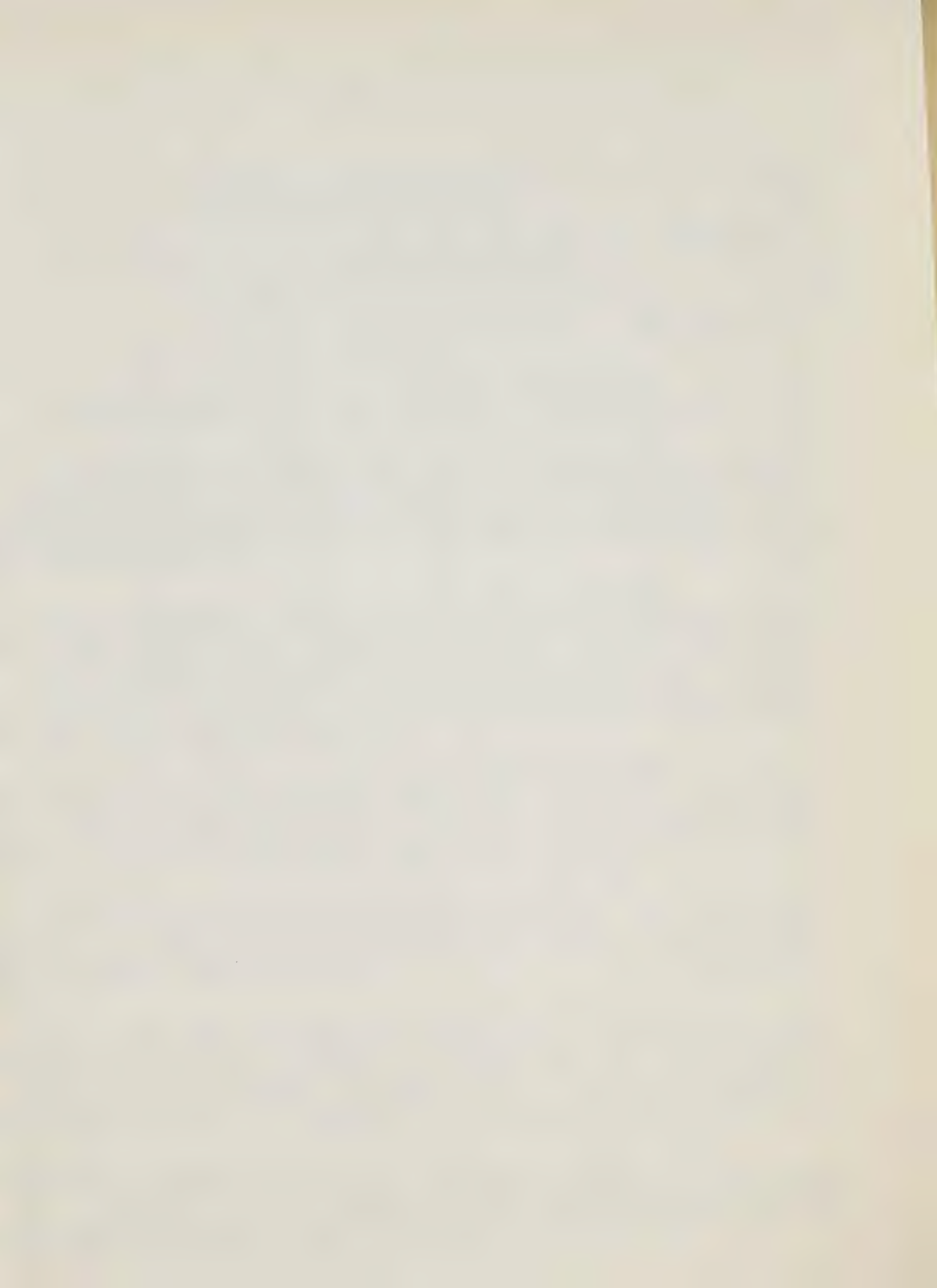
Continuing statistics are needed to identify problem or poverty areas both existing and potential. Additional statistics are needed to probe in depth the problem areas exposed by the indicators and, finally, statistics are required to indicate or measure the result of policy and action programs. The actual statistical series needed to do these things will require careful study by the administrators of a program for equal opportunity.

They may include among others, however, either singly or in combination; income statistics, welfare statistics, educational statistics, cost of living statistics, living condition statistics, health statistics, tax statistics, unemployment statistics, natural resource depletion and industrial and occupational declines.

On the other hand, statistics are needed to identify opportunities. Resources, both human and natural, must be identified and catalogued. These may include, among many others, job vacancies, mineral deposits, forest resources, water and power resources, and soil inventories.

The most critical need the committee felt was to ensure that all statistics being gathered federally, provincially and, in so far as possible, municipally and privately were coded to the finest degree with the same geographic, industrial, occupational or other classification code. Only through the use of a common base can statistics be integrated and compared.

The committee felt this to be of such importance that, if necessary, it should be referred to the Federal-Provincial Conference at the Prime Minister-Premier level to ensure that one agency in each jurisdiction had the power to enforce the use of a common



base in the coding of all statistics gathered formally or administratively within that government's departments and agencies.

One of the largest and, we suspect, most useful store of statistics needed to carry out a program of equal opportunity are administrative statistics being gathered by most agencies of every government and private industry and organizations. These must be identified and maintained on a common base. We suspect that these statistics would be useful to supplement a continuing and more formal series in the identification of both problem and opportunity areas and may well provide much of the data that is needed for special depth studies.

There appears to be a growing need for specialized survey staff to assist groups and agencies make the best use of existing material and to design one-shot studies for particular areas. The committee recommends that the Special Planning Secretariat investigate the necessity for and feasibility of setting up or having set up a survey research center or staff.

More than purely economic statistics will be needed. Some type of attitudinal surveys and cultural surveys will be most important.

In brief summation, then, while we feel that the ultimate small area statistics to reach for are ones on the individual, we realize that this may be a long-run goal. We urge that all statistics, both formal and administrative, be kept on a comparable basis for the most useful determination and matching of poverty and opportunity and for the measurement of results of policy and action programs.





## 8 - TRAINING INCENTIVES

Chairman: Mr. R.E. Anderson,  
Deputy Minister of Labour,  
Province of Nova Scotia.

Reported by: Mr. R.E. Anderson

The Committee on Training Incentives, which I had the honour to chair, was a small committee comprised of Department of Education and Department of Labour officials, in roughly equal numbers - the Department of Labour had a slight edge.

I shall attempt to report to you very briefly on the conclusions reached by the Committee:

1. It was generally agreed that the greatest incentive for training was that a job would be available upon completion of the training. In order to forecast manpower requirements both in the immediate future and on a long-term basis, much more extensive research has to be undertaken. Experience has shown that it is very difficult for employers to establish their manpower requirements with any degree of accuracy even in the immediate future. Therefore, cross industry and occupational trends must be analyzed in an attempt to determine future job opportunities. Training programs must then be geared to match up with the job opportunities.
2. Your Committee suggests that the present financial incentives for training, both by way of living allowances to trainees in school, and by way of assistance to industry for in-plant training programs, should be re-examined. It was pointed out that different rates of allowances are now being paid for different programs, and some levelling process should be worked out with a view to eliminating these disparities. The view was also expressed that in the case of heads of families, allowances should be geared to adequately meet the requirements of the size of their families.
3. It was generally agreed that employers must assume more responsibility for in-plant training programs and ways and means should be explored in order to bring this about.
4. A member of the Committee suggested that, whenever feasible, training facilities should be decentralized in order to provide optimum opportunities for training with a minimum amount of dislocation.



## 9. RADICAL NEW TEACHING METHODS

Chairman: Mr. J.H. MacKenzie,  
Adult Education Division,  
Province of Nova Scotia.

Reported by: Mr. J.H. MacKenzie

It was an honour and a privilege to chair this group on Radical New Teaching Methods. I don't think we came up with anything radical or new or earth shattering. What conclusions we did come to I am only going to touch on briefly. I trust the members of the group will forgive me if I should say that this is the way I saw it.

1. Programmed learning has a future:  
Let us make use of it, particularly in adult education.
2. Let us develop courses, the content of which is to meet the needs of the people.
3. Let us be imaginative. Let our imagination run riot. Use the best text books together with visual aids and/or audio-visual aids, including TV, in prime time. Have texts which are meaningful to the individual.
4. Let us have a promotion system which is sensible not tied to an inflexible system.
5. Teachers are the kingpin in any education system, licence or no licence. Let us find these natural teachers and let us also think of our teachers as being mobile.
6. Motivation:  
People will be motivated by good teachers. The class will be so interesting that people can't stay away.



7. Frontier college is an idea which is an excellent one but lacks funds. Could government intrude with funds without upsetting the balance or destroying the initiative?
8. Many other areas were discussed, ideas like residential Adult Education centres, the question of financing in relation to provincial and federal jurisdiction. Should the unemployed who draw unemployment insurance, be forced to take training, or to attend classes? The use of leisure time. These were some of the ideas discussed in our group.





10 - COMMUNICATION WITH THE POOR

Chairman: Mr. E.A. Poyser,  
ARDA Co-ordinator,  
Province of Manitoba.

Reported by: Mr. E.A. Poyser

The heart of the issue which haunted our discussion was whether society really cares enough about the poor to undertake a wholehearted commitment to a War on Poverty.

This was expressed in several ways. Does the political-executive group really believe in undertaking adjustments and programs to allow for citizen participation by the poor? Will the 75% of the society which is affluent respond to the needs of the poor? Does the 25% of society who are below the poverty line really want to participate in the middle-class rat race of the modern world? Is there a personal commitment on behalf of Canadians to make the transition from the monologue of the affluent attending this conference to a helpful dialogue and action between the affluent and the poor?

Well, whatever the values or goals of the affluent, our group were firm in their resolve that we stood for adjustments in society to make opportunities effective - and a first essential was a system of helpful, real and believable communication between those in need and those with means to meet this need.

The more philosophical in the group felt the matter could be given consideration under the areas of Values, Goals, Symbols and Power. But the group stated their concerns around two main issues; the first being motivation of individual, and community action among the low income groups.

Points made on this subject were:

- (1) Need for community experience to achieve readily achievable objectives so that the community would develop skills and strengths, to undertake more complex objectives. (Experience of neighbourhood houses was cited.)
- (2) Need for adequate writeup and publication of case studies on community projects, covering step by step outline of how programs were undertaken. (Difficulty in getting people to write and publish objective analyses was cited.)
- (3) Need for "change agent" to establish mutuality of confidence between the bureaucracy and the target groups was cited.



- (4) Need for change agent to know and report the culture, custom, language and life of the target group was stressed.
- (5) Need for change agent to know how to make bureaucracy sensitive to the target group objectives.
- (6) Need for the whole system - the poor group, the affluent group, the bureaucracy, the political executive group - to recognize that tension and conflict is unavoidable and normal in a society devoted to change.
- (7) Need for change agent to have a staff relationship with senior executive of the bureaucracy so that problems do not get lost in the administrative systems was emphasized.
- (8) Need for senior executive to get in to the field to see problems and to leave the paper-passing to administrative personnel was cited.
- (9) Need to build and maintain social and organization structures at the local community level for continued action was accepted as a basic objective.

The second main concern of the group was the adequacy of the bureaucracy and existing organization to provide for effective citizen participation by the poor.

Points made were:

- (1) Social-political framework of the community really controlled the degree to which bureaucracy could be effective.
- (2) One-half of the group were very doubtful (the non-bureaucracy members) that the bureaucracy could ever do the job.
- (3) The other half of the group (presently members of the bureaucracy) felt that the established bureaucracy might be able to do the job.
- (4) There was considerable agreement that specialized task-oriented groups selected from existing organizations for periods of a few years would be more effective. But there was some fear that the task force would be institutionalized and grow into a bureaucracy all of its own.
- (5) There was conviction that existing line organizations must be maintained but that horizontal communication needs to be continually fostered. There was disagreement on the nature of horizontal structuring systems that would be most effective.





## 11. WELFARE MANPOWER

Chairman: Dr. Alex Laidlaw,  
National Secretary,  
Cooperative Union of Canada

Reported by: Mr. V. Hollett, Department of  
Public Welfare, Province of  
Newfoundland.

On behalf of our Discussion Group, I would like to record a word of appreciation to Mr. Alex Laidlaw who did such a competent job of chairing our discussion, but could not be with us this morning.

In dealing with the topic, "Welfare Manpower", much of the discussion in our group centered around two main headings, namely:

Recruitment  
Training

However, we first looked at the size and nature of the job and its manpower implications.

By any standard of measurement, the job is big. To do the job we need the "tools". Welfare Manpower is perhaps the most essential of all the tools required.

Let's take a brief look at the manpower picture as it exists at the present time.

### Present Supply Inadequate

At the present time, the available supply of competent personnel is totally inadequate, and there is no available source of supply with anything like the capacity to feed into the market the numbers and kinds of qualified persons needed to do the job. For example, schools of Social Work in Canada are turning out only 250 graduate students yearly, and this number is barely enough to replenish those who, for one reason or another, are lost to the profession each year.

The truth is that the staff simply do not exist at present to implement the legislation we are putting on the books; and there seems to be a general lack of appreciation of the numbers and kinds of people needed to do the job. The job will require different kinds of people with different skills - and they will be required in large numbers.



The legislative programs that we are about to introduce, and that we envisage in this war on poverty, can never come alive without an adequate supply of well-trained staff. The programs will exist in legislation only - or worse still, will become operative only to be discredited. (We all know of programs that are basically sound in principle, which failed in their purpose because of a lack of understanding at the point of implementation).

### Suggestions

1. It is, therefore, suggested that there must exist at a very high level a deep concern over how this crucial manpower need is to be met.

2. It cannot be too strongly emphasized that the need is urgent - imminent - pressing - and the need will be continuous.

3. It is further suggested that this high level concern must extend its influence into our educational institutions to assure that a much greater contribution towards training will be forthcoming than heretofore - not only from universities, but from all post-secondary educational institutions.

4. Perhaps the most critical need of all is that of training personnel for two things; executive positions and positions of training and staff development.

### Public Attitudes

Public attitudes towards welfare programs must not be overlooked, especially where the recruitment of staff is concerned.

The underlying philosophy that people are poor through their own fault, and the attitude that welfare personnel must be watch dogs of public funds, are still prevalent in our social values. Moreover, this attitude still influences to some extent the formation of welfare policy, and pervades the administrative ranks of public and private organizations.

If we are to create for our welfare programs the kind of image and climate that we would wish, we must do better than leave recruitment to chance.

### Universities as Sources of Recruitment

Let's look for a minute at the role of the university. We have already suggested that they have a role to play. But are they aware of their responsibility? Do they fully realize that they must play their part?



It would seem that universities may need to re-orient their thinking insofar as their program content is concerned. This is not to suggest that universities should undertake to train our staff for us. But surely there has to be some expectation that all of them will accept some responsibility for providing fundamental education focussed on our needs, upon which both graduate work and staff development can be based. Some universities should be willing to go further than this in the development of specific preparation for welfare manpower.

### Role of the Employer

Having said that universities have a responsibility in the training of welfare staff, it must be emphasized that the employers themselves, especially those in the public services, have a responsibility to make known their requirements to educational institutions so that the emphasis will be put where it belongs, so that they will get what they want.

### In-Service Training and Staff Development

There is also an obligation on the part of each employer to conduct his own staff training and staff development programs. There is evidence to suggest that this responsibility may not be fully recognized and accepted at the present time. And that is an understatement.

### Policy of Differential Training

We have said that the job will require different kinds of people with different kinds of skills.

There is a need for differential training to assure that we have not only people who are educated to provide skilled counselling in the traditional one to-one situation. But we need as well those people who are trained for a multiplicity of other specific tasks peculiar to the larger welfare job, and that they be trained to do the job in a manner that will enable people to retain their dignity and maintain their own personal sense of worth.

### Analogy

Just as the field of public health requires more than doctors to do the medical job - so the welfare job is also a team effort, requiring more than the efforts of the professional social worker to do the job. And if there still exists any vestiges of professional smugness about exclusive responsibility, it is high time that this notion was dispelled.





### Volunteers

In considering manpower resources in a war on poverty, we should not overlook the great reservoir of potential help that exists in the volunteer field. In this respect, perhaps a very valuable source of help may be found amongst the ranks of the poor themselves. The mobilization of volunteer manpower must be organized, and the volunteers must be properly trained if this manpower resource is to have any value.

### Co-operative Approach

1. For some time to come, welfare manpower will be a very scarce commodity. In view of our limited resources, it is imperative that operational agencies should not develop their own training programs in isolation from the general program of manpower development. Co-ordination, not competition, is what is needed.

2. Since education comes under provincial jurisdiction, the primary responsibility for development and co-ordination must rest with provincial Departments of Education, although the onus for initiating the training programs may well have to rest with the welfare agencies themselves.

There can be no war on poverty unless there is a trained army to fight it.



12. RELATIONSHIP OF ASSISTANCE LEVELS TO EARNINGS

Chairman: Mr. R.E.G. Davis,  
Canadian Welfare Council.

Reported by: Mr. R.E.G. Davis

The essential subject examined by the Committee was that of the inadequacy of public assistance rates. If we are to eliminate poverty, clearly we must find acceptable ways of bringing people on public assistance above poverty levels. Broadly speaking, we are not doing this now - even in the most generous and/or richest provinces, and further, there are great differences from one province to another and within a given province from one municipality to the next.

What are the obstacles that stand in the way of adequate payments?

The attitudes people have toward public assistance as a means of meeting financial need. It needs to be remembered needs test programs are among the oldest method of providing financial relief. Because of this, modern public assistance measures continue to carry with them the stigma of earlier poor law programs. Persons drawing benefits from public assistance tend to be regarded either as "sturdy beggars" who should be working or as defective and hopelessly dependent people who have no claim on society beyond the means of mere physical survival. These attitudes are changing but there is always a lag between the perception of injustice and its correction, so that in a number of provinces there is still clear evidence of negative, not to say punitive, attitudes toward people who receive financial help on a needs test basis.

Illustrations: A widow with dependent children in most provinces is usually eligible for help at once; while a deserted wife in the same position may have to wait for from one to four years.

Another illustration provided was that of a province where workers above 55 years in a closing industry were retired with relatively high pensions paid entirely by the provincial government, while for others in greater need, public assistance payments remained pitifully low.





Perhaps the general conclusion reached might be caught up in the statement that up to the present, community sentiment tends to provide greater support for measures designed to continue an individual on something like the standard of living he has previously enjoyed rather than for means intended to lift a destitute person to a level he has never been able to reach through his own efforts.

How are these attitudes to be changed? They are, as was agreed, changing already, in some provinces faster than others, but there is urgent need to accelerate the rate of change.

(a) One way to do this - through pressure on the part of the poor themselves, but it would probably be a mistake to expect too much from this approach in a situation where the poor are inarticulate and relatively powerless. At any rate, political leadership and professional guidance and middle class awareness and concern would be desirable as auxiliary resources.

(b) Another suggestion put forward - that we need to develop and publicize objective criteria of need by regions along with facts and figures about the actual situation.

(c) A third necessity is to create a more generally acceptable concept of public assistance so that the program comes to be regarded not merely as a source of financial help in time of extremity but also as an instrument of rehabilitation, re-training and enlarged opportunity.

This too is happening, but not fast enough, although the Canada Assistance Plan holds out the possibility that a new and more favourable image may be created.

(d) A second obstacle to higher assistance payments is related to the way such programs are administered and financed. The experience is that to the extent decisions about the amount of financial aid are left to local authorities, often operating from a narrow geographic base, and to the extent also that the costs are met out of the local property tax, relief is likely to be grudging and niggardly.

There is a movement now in some provinces to lessen or remove the burden of financial cost from the shoulders of the municipalities and as well to relieve them of administrative responsibilities; and the testimony was that this trend has produced a more generous attitude. The question was raised, however, whether even with this shift of burden, the poorer



provinces can afford the cost of adequate assistance. The 50-50 formula may do satisfactorily for the richer provinces, but doubt was expressed as to whether it was likely to induce the desired response from provinces in poorer circumstances.

A way out of the inequity might be found in a general federal-provincial equalization formula based on per capita income but there was the uneasy feeling that even with the resolution of differences between the provinces in fiscal resources, equal priority across the board would still not be given to social need. An alternative proposal, of course, is sliding scale attached specifically to the Canada Assistance Plan such as we have now in Hospital Insurance.

Finally, there is an obstacle arising from the fact that Public Assistance in Canada is expected at present to carry responsibilities that do not properly belong to a residual program. In any well designed security system, the number of people who require needs-tested help should be kept small at all times and it would be unfortunate if the Canada Assistance Plan is not built on this principle.

The cost of rent, medical care and child rearing in large families is a heavy financial burden on public assistance in almost every community. If this cost could be eliminated or substantially reduced through the efficacy of other programs, the financial situation of public assistance programs would be improved. It would also enable administrations in most instances to keep public assistance payments below the level of wages where these are not on a sub-minimum level.

Where wages are below the level set by a poverty program, clearly they, and not assistance payments, will have to be adjusted.

As to the point that when assistance payments approach the minimum wage level the individual may be discouraged from going to work, two answers are suggested:

- (a) Many people are not like that - but would prefer to work.
- (b) Even if public assistance does offer people the voluntary choice between leisure and work, this must surely be regarded as a social good in an affluent, not to say automated, society!



13 - CREATING JOB OPPORTUNITIES FOR THE POOR

Chairman: Mr. Ian Campbell,  
National Co-ordinator,  
Civilian Rehabilitation Branch,  
Department of Labour.

Reported by: Mr. Ian Campbell

The group expressed the opinion that the title of the subject given for discussion was not quite appropriate - as the whole question of providing job opportunities for the poor is one which can only be solved within the general context of creating more job opportunities in the economy as a whole, and in all regions of the country.

The primary objective must therefore be to direct policy towards overall economic development and employment growth - and then to find means of insuring that the unemployed and the disadvantaged are able to take advantage of these increased job opportunities through programs of preparation and rehabilitation, including motivation, counselling, adjustment, training, education, mobility and other support measures.

It was emphasized again in this group that any effective program of employment growth and labour force adjustment necessitates the full co-ordination of all departments and agencies concerned with the utilization of both physical and human resources.

Amongst the various measures which the Committee discussed to further the creation of employment were studies directed towards identifying economic possibilities, flexible measures for financial assistance to aid in economic development in the various lagging regions of the country; assistance to communities to obtain the technical services necessary to aid them in preparing programs for industrial development and labour force adjustment.

A number of suggestions were also discussed as to the ways in which the disadvantaged groups amongst the unemployed and the underemployed could be assisted to participate more fully in the labour market. These included:

- (1) better placement services with deeper penetration into the labour market and supported by more extensive labour market information;
- (2) more effective counselling and guidance for job seekers;





- (3) training and educational programs to prepare the worker for available jobs;
- (4) mobility and resettlement measures to assist workers to move to localities where they could obtain employment;
- (5) a greatly enlarged program of in-plant and outside training to upgrade the skills of the unskilled and semi skilled and thus create more job opportunities at the lower levels;
- (6) the encouragement of management to examine their job requirements to identify those for which entry qualifications had been set unrealistically high and which could be filled by the older worker, the handicapped worker, the unskilled and the under-educated;
- (7) the establishment of more sheltered workshops to which industry could sub-contract work and which could provide opportunities for on-the-job assessment, work tryouts and training to the handicapped for regular work in the community - and which could also provide a livelihood to those who cannot compete in the labour market.

The suggestion was also made that in some cases jobs and productive processes could be redesigned so that they could be performed by the unskilled, thereby providing more opportunities for this particular group.

The effectiveness of job creating schemes such as "Winter Works" and "Winter House Building", was commended. It was suggested that the vacancies thus created tended to be filled by the short-term unemployed and frequently did not meet the needs of those whose unemployment insurance benefits had run out or those remote from the work sites. The extension of such schemes, as required, to undertake work of a desirable but not essential nature was suggested. This could include the creation of park and recreational facilities and other projects of benefit to the community.

The encouragement and organization of craft and home industries was mentioned as a means of augmenting low income and possibly of reducing the volume of Canadian souvenirs made outside of Canada.



To combat the creation of new poverty and to conserve job opportunities it was suggested that, where it is known that decline or technical change in a basic industry is likely to occur, advance study should take place to draw up plans as to how the emergency could best be met. Comprehensive economic and technical services should be readily available to advise and assist in such circumstances and their creation should be stimulated by whatever financial support is necessary.





#### 14. THE VALUE OF STRUCTURES OF ANTI-POVERTY PROGRAMS

Chairman: Mr. M. Chevalier,  
Institute of Urban Studies,  
University of Pennsylvania.

Reported by: Mr. M. Chevalier

The values of society in anti-poverty programming are a broad subject. Consequently the discussion was restricted, and four areas were chosen.

1. Alternative approaches to the definition of poverty were considered. One, poverty as a state which must be considered in itself; and two, poverty as a phenomenon which must be considered in the overall context of society. It was noted that anti-poverty planning in general and this conference in particular had focussed on poverty with no reference or only a fleeting reference to its environment, society. It was suggested that the total environment of the problem should always be before the planners as they go about their business.

2. The Judeo-Christian ethos which has rooted the dichotomous good-evil concept in the western mind was examined in some detail. This leads to the notion of cause-effect. The causes of poverty, then, must be eliminated. It was illustrated by the use of simple set theory that actually things aren't as easy as that. It is not a matter of black and white, although planners (surprisingly), generally develop their programs in conformity with this distorted view. Hence the welter of unrelated and conflicting programs. It is, rather, a matter of a series of phenomena, each of which has both "good" and "bad" effects on individual members of society -- (schooling is a good example). It is not a matter of eliminating "causes"; then; it is rather a matter of re-directing each of the key man-made phenomena, (government programs, for example), and doing a new job of relating them together. The interdependence of the states of poverty and non-poverty (an arbitrary but useful operational conception) then becomes clear; the poor and non-poor cannot be considered separately by the anti-poverty planner.

3. The terms "War on Poverty", and "Anti-poverty program", etc., came in for some comment. The notion of "War" for example, as being centrally directed, with a clear-cut goal, with the dichotomous victory or defeat as alternatives, has certain poor connotations. On the other hand, the sense of common purpose and urgency is good. It was agreed that the matter of terminology could well be carefully reviewed by the planners, as the image received by the public will be crucial to progress.



4. The fact that no-one really knows what is going to alleviate the problem was generally accepted. And in contradiction, the almost complete lack of experimentation in programming and co-ordination of government interventions was remarked upon. It was thought that this was caused by a distorted view of efficiency which society has of government operations, borrowed possibly from the Calvinist ethic. It would appear that this places a constraint on politicians and public servants to make them strive to always be "right", or at least look right. In turn, they steer clear of experimentation, except for the kind that really is not, because the outcome is known in advance, or can be covered up in the evaluation phase.

The question was raised as to how this crippling constraint could be removed from government. Some suggested that private agencies might undertake pilot projects with public funds. Others thought that new planning instrumentalities of government, to co-ordinate the application of many programs on a single community of poverty, were needed. (Inter-agency co-ordination was felt to be almost non-existent in this respect).

A series of pilot projects here might be a good place to start. It would have the additional attraction of experimenting with the poverty administrators, not the poor themselves. The poor, after all, are already being subjected to a multiplicity of programs in disjointed fashion. The experimental part of the suggested approach would be simply the co-ordinated focus of many approaches to alleviate the complex state known as poverty.

It was agreed that ways should be sought by the planners to greatly expand the application of resources to research and experimentation; and that ways should be found to release public policy from the constraint of avoiding the essential waste of the pilot project.









